111TH CONGRESS 1ST SESSION

H. R. 2948

To amend title IX of the Public Health Service Act to provide for the implementation of best practices in the delivery of health care in the United States, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

June 18, 2009

Mr. Levin (for himself, Mr. Higgins, Mr. Doggett, Ms. Hirono, Mr. Pomeroy, and Mr. Etheridge) introduced the following bill; which was referred to the Committee on Energy and Commerce

A BILL

- To amend title IX of the Public Health Service Act to provide for the implementation of best practices in the delivery of health care in the United States, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE.
 - This Act may be cited as the "Healthcare Improve-
 - 5 ments for Generating High Performance (HIGH Perform-
 - 6 ance) Act of 2009".
 - 7 SEC. 2. FINDINGS.
 - 8 The Congress finds the following:

- 1 (1) The United States has some of the best 2 doctors and hospitals in the world, but, as a whole, 3 the system is not providing the quality of care it has 4 the potential to deliver.
 - (2) On average, patients receive recommended evidence-based therapies only 55 percent of the time.
 - (3) In the United States, it takes an average of 17 years for an established clinical guideline to reach the bedside.
 - (4) More people die from medical errors and hospital-acquired infections in a given year than from AIDS, motor vehicle wrecks, or breast cancer combined. Many of these errors and infections are preventable when best practices are utilized.
 - (5) The United States ranks far behind other countries in many measures of health care quality.
 - (6) The cause of poor quality is not a lack of individual commitment, but a lack of assistance for providers to implement best practices that are proven to work.
 - (7) Experiences in Michigan illustrate the improvement that can be achieved when hospitals and physicians have the tools they need to implement best practices in health care. After Michigan instituted a program to help hospitals implement best

- 1 practices to prevent hospital-acquired infections in
- 2 the intensive care unit (ICU), infections went down
- 3 by 66 percent in the first 3 months. After 18
- 4 months, Michigan's ICUs cut infection rates so low
- 5 that they outperformed 90 percent of ICUs nation-
- 6 wide.
- 7 (8) In that time, it is estimated that Michigan
- 8 hospitals saved \$75,000,000 and over 1,500 lives. If
- 9 these results in reducing infections alone were
- achieved nationwide, it is estimated that the United
- 11 States could save \$13,000,000,000 over 10 years.
- 12 (9) There is an urgent need to accelerate the
- implementation of best practices in health care deliv-
- ery to improve the quality and value of health care.
- 15 SEC. 3. IMPLEMENTATION OF BEST PRACTICES TO IM-
- 16 PROVE HEALTH CARE QUALITY.
- 17 Title IX of the Public Health Service Act (42 U.S.C.
- 18 299 et seq.) is amended by adding at the end the fol-
- 19 lowing:
- 20 "PART E—IMPLEMENTATION OF BEST
- 21 PRACTICES TO IMPROVE HEALTH CARE QUALITY
- 22 "SEC. 941. ESTABLISHMENT OF NATIONAL PRIORITIES AND
- GOALS.
- "(a) IN GENERAL.—The Secretary shall establish na-
- 25 tional priorities and goals for quality improvement in the

- 1 delivery of health care services in the United States. In
- 2 establishing these priorities and goals, the Secretary shall
- 3 consult with a multistakeholder group convened for the
- 4 purposes of reviewing available evidence and recom-
- 5 mending national quality improvement targets. Such
- 6 group shall include representatives of the various interests
- 7 and organizations needed to enable change, including con-
- 8 sumers, physicians, nurses, hospitals and other care deliv-
- 9 ery organizations, non-Federal purchasers of care, health
- 10 care oversight or accrediting bodies, research organiza-
- 11 tions, and entities with successful experience in quality im-
- 12 provement and quality measurement.
- 13 "(b) Areas for Improvement.—Priorities and
- 14 goals may be established in at least the following areas
- 15 recommended by the Institute of Medicine: safety, effec-
- 16 tiveness, patient-centeredness, timeliness, efficiency, and
- 17 equity.
- 18 "(c) Periodic Updates of National Priorities
- 19 AND GOALS.—The Secretary shall update the national pri-
- 20 orities and goals established under this section not less
- 21 frequently than once every 3 years.
- 22 "(d) Application of National Priorities.—The
- 23 Secretary shall use the national priorities established and
- 24 updated under this section to coordinate, accelerate, and
- 25 provide for quality improvement activities and initiatives

- 1 in the delivery of health care services in the United States,
- 2 including through the work of the Center for Health Ex-
- 3 tension established under section 942.
- 4 "(e) Assessment of Progress Toward National
- 5 GOALS.—The Secretary shall submit an annual report to
- 6 the Congress and the public containing an assessment of
- 7 progress toward the national quality improvement goals.
- 8 "(f) Interagency Coordination.—The Secretary
- 9 shall convene an interagency committee, which shall in-
- 10 clude representatives from the Agency for Healthcare Re-
- 11 search and Quality, including the Center for Health Ex-
- 12 tension established under section 942, the National Insti-
- 13 tutes of Health, the Centers for Disease Control and Pre-
- 14 vention, the Centers for Medicare and Medicaid Services,
- 15 the Health Resources and Services Administration, the In-
- 16 dian Health Service, the Department of Defense, the Vet-
- 17 erans Health Administration, and other agencies the Sec-
- 18 retary deems appropriate, for the purpose of coordinating
- 19 the quality improvement work of such agencies, including
- 20 the application of the national priorities.
- 21 "SEC. 942. ESTABLISHMENT OF THE CENTER FOR HEALTH
- 22 **EXTENSION.**
- 23 "(a) Establishment.—The Secretary shall estab-
- 24 lish within the Agency for Healthcare Quality and Re-

- 1 search a Center for Health Extension (hereinafter referred
- 2 to as the 'Center').
- 3 "(b) DIRECTOR.—The Center shall be headed by a
- 4 Director who shall oversee the operations of the Center
- 5 and of the Regional Health Extension Centers established
- 6 under section 944.

7 "SEC. 943. MISSION AND FUNCTIONS OF THE CENTER FOR

- 8 HEALTH EXTENSION.
- 9 "(a) Mission.—The mission of the Center is to im-
- 10 prove health care quality by assisting health care providers
- 11 to implement and improve upon clinical, managerial, and
- 12 health care delivery best practices, and to evaluate
- 13 progress in improving patient outcomes.
- 14 "(b) Functions.—
- 15 "(1) Identify and develop best prac-
- 16 TICES.—The Center shall identify and develop clin-
- ical, managerial, and health care delivery best prac-
- tices for implementation in quality improvement ac-
- 19 tivities.
- 20 "(2) Assist with the implementation of
- 21 BEST PRACTICES.—The Center shall provide vol-
- 22 untary training and technical assistance to hospitals,
- other health care facilities, and clinician practices to
- assist with the implementation of best practices.

1	"(3) Measure patient outcomes and satis-
2	FACTION.—The Center shall provide for the meas-
3	urement of patient outcomes and satisfaction, be-
4	fore, during, and after implementation of quality im-
5	provement activities.
6	"(4) Evaluate effectiveness of activi-
7	TIES.—The Center shall evaluate the effectiveness of
8	quality improvement activities, and progress improv-
9	ing patient outcomes.
10	"(c) Identification of Best Practices.—
11	"(1) In general.—The Center shall provide
12	for the identification of highly effective clinical, man-
13	agerial, and health care delivery practices and inno-
14	vations that result in excellent patient outcomes and
15	satisfaction, and can be adapted for use by various
16	health care providers.
17	"(2) Sources of Best Practices.—The Cen-
18	ter may identify practices and innovations described
19	in paragraph (1) from the following sources.
20	"(A) Providers and other health
21	CARE ENTITIES.—The Center may identify
22	practices and innovations employed by hos-

pitals, health care facilities, clinician practices,

community cooperatives, and other health care

entities.

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1	"(B) Empirical studies.—The Center
2	may identify practices and innovations from a
3	review of relevant empirical studies.
4	"(C) Public and private entities.—
5	The Center may identify practices and innova-
6	tions developed by public and private entities in
7	the United States and abroad.
8	"(D) OTHER SOURCES.—The Center may
9	identify practices and innovations from other
10	sources as the Secretary deems appropriate.
11	"(d) Development of Best Practices.—
12	"(1) In General.—The Center shall provide
13	for the development of highly effective clinical, man-
14	agerial, and health care delivery practices, taking
15	into account the requirements described in para-
16	graph (2).
17	"(2) Requirements.—Practices developed
18	under paragraph (1) shall—
19	"(A) be supported by empirical evidence
20	showing that they have a high likelihood of im-
21	proving patient outcomes and satisfaction;
22	"(B) be specified with sufficient detail of
23	the individual processes, steps, training, skills,
24	and knowledge required for implementation and

1	incorporation into workflow of health care prac-
2	titioners in a variety of settings;
3	"(C) be designed to be readily adapted by
4	health care practitioners;
5	"(D) where applicable, be designed to be
6	consistent with standards adopted by the Sec-
7	retary (under section 3004 of the Public Health
8	Service Act) for health information technology
9	used in the collection and reporting of quality
10	information, including for purposes of the dem-
11	onstration of meaningful use of certified Elec-
12	tronic Medical Record technology by physicians
13	and hospitals under the Medicare program
14	(under sections $1842(0)(2)$ and $1886(n)(3)$, re-
15	spectively, of the Social Security Act (42 U.S.C.
16	1395w-4(o)(2), 1395ww(n)(3)); and
17	"(E) where applicable, assist health care
18	practitioners in working with other health care
19	practitioners across the continuum of care and
20	in engaging patients and their families in im-
21	proving the care and patient outcomes.
22	"(3) Collaboration with health care
23	PROVIDERS AND OTHER ENTITIES.—The Center may
24	collaborate with health care providers and other enti-
25	ties to foster the development of highly effective

1	practices and innovations to improve health care
2	quality.
3	"(4) Attention to health care delivery
4	DESIGN.—The Center shall specifically provide for
5	the development of best practices for health care de-
6	livery design as described in section 943(g).
7	"(5) Ongoing review and improvement.—
8	The Center shall provide for regular review, updat-
9	ing, and improvement of practices developed under
10	this subsection.
11	"(e) Training and Education for Health Care
12	Providers.—
13	"(1) In General.—Acting through the Re-
14	gional Health Care Extension Centers established in
15	section 944 (hereinafter referred to as 'Extension
16	Centers'), the Center shall provide for voluntary
17	training activities for hospitals, other facilities, and
18	clinician practices to assist with the implementation
19	of best practices and innovations identified under
20	subsection (c) or developed under subsection (d)
21	
<i>L</i> 1	that—
22	that— "(A) further the priorities established

outcomes and satisfaction; and "(C) are determined to be readily employable in health care settings. "(2) TECHNICAL ASSISTANCE.—The Center shall work through the Extension Centers to carry out the following functions: "(A) ESTABLISHMENT OF PARTICIPATION.—The Extension Centers shall seek the voluntary participation of hospitals, health facilities, and clinician practices in a region to enter into arrangements to receive assistance in implementing highly effective practices identified under subsection (c) or developed under subsection (d). Hospitals, health facilities, and clinician practices entering into such arrangements are hereinafter referred to in this subsection as 'collaborating providers'. "(B) ESTABLISHMENT OF COLLABORATIVE TEAM.—The Extension Centers may require collaborating providers to designate a group of members from among the professional and administrative staff who are responsible for the		
3 "(C) are determined to be readily employable in health care settings. 5 "(2) Technical assistance.—The Center shall work through the Extension Centers to carry out the following functions: 8 "(A) Establishment of Participation.—The Extension Centers shall seek the voluntary participation of hospitals, health facilities, and clinician practices in a region to enter into arrangements to receive assistance in implementing highly effective practices identified under subsection (c) or developed under subsection (d). Hospitals, health facilities, and clinician practices entering into such arrangements are hereinafter referred to in this subsection as 'collaborating providers'. 10 "(B) Establishment of collaborative collaborating providers to designate a group of members from among the professional and administrative staff who are responsible for the	1	"(B) have the greatest impact on patient
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members from among the professional and administrative staff who are responsible for the	20	TEAM.—The Extension Centers may require
ministrative staff who are responsible for the	21	collaborating providers to designate a group of
•	22	members from among the professional and ad-
•	23	ministrative staff who are responsible for the
implementation of the quality improvement ac-	24	implementation of the quality improvement ac-

tivity or initiative.

"(C) Assessment of existing practices.—The Extension Centers shall conduct an assessment of the existing practices as compared to the identified highly effective practice at each hospital, facility, or practice that participates in an arrangement under this subsection.

"(D) DEVELOPMENT OF IMPLEMENTATION
PLAN.—Each collaborating provider shall work
with the Extension Center to develop an implementation plan for the incorporation of the
highly effective practice into the care of the
provider.

"(E) Training for collaborating provides.—Staff of the Extension Center shall work with the collaborating providers to execute the implementation plan. Such staff shall provide instruction and training through electronic media, in-person training sessions, and data analysis to collaborating providers. Such staff shall work with the collaborating providers to carry out this paragraph.

"(F) Measurement of progress.—Pursuant to a data protection agreement entered into between the Extension Center and the col-

laborating provider, the Extension Center shall collect data to measure best practice implementation and patient outcomes before, during, and after implementation of quality improvement activities using, to the extent practicable, data already reported for other purposes by collaborating providers. Where applicable, the Extension Center shall also collect data to measure the culture of safety.

"(G) TIMELY FEEDBACK TO COLLABO-RATING PROVIDERS.—The Extension Center shall provide to each collaborating provider—

"(i) analysis conducted by the Extension Center on the collaborating provider's progress implementing the highly effective practice and improving patient outcomes, and, where applicable, improving the culture of safety.

"(ii) information on the collaborating provider's performance as compared to other like entities participating in similar quality improvement activities, and as available, as compared to other like entities nationally.

	17
1	"(H) CULTURE CHANGE.—The Extension
2	Center may incorporate into instruction and
3	training for collaborating providers activities to
4	improve the culture of safety and foster an
5	ethic of continual improvement among collabo-
6	rating providers.
7	"(I) Meetings.—The Extension Center
8	shall provide for meetings of panels of collabo-
9	rating providers working with Extension Cen-
10	ters on similar quality improvement activities
11	for the purpose of reciprocal learning and infor-
12	mation exchange.
13	"(J) Coordination with other qual-
14	ITY IMPROVEMENT ENTITIES.—If an Extension
15	Center is not the organization holding a con-
16	tract under section 1153 of the Social Security
17	Act or a health information technology regional
18	extension center under section 3012(c) of the
19	Public Health Service Act, the Extension Cen-
20	ter shall cooperate with and avoid duplicating
21	the activities of these entities.
22	"(K) Other duties.—Such other duties
23	as the Center may specify.
24	"(3) Initial quality improvement activi-

TIES.—The Center shall immediately prioritize as-

1	sistance for the implementation of best practices
2	that have been shown to be effective with respect to
3	improvement in the following areas:
4	"(A) HAI.—Health care-associated infec-
5	tions, including reducing catheter-associated
6	urinary tract infection, ventilator-associated
7	pneumonia, and central line-associated blood-
8	stream infections.
9	"(B) Surgery.—Hospital and outpatient
10	perioperative care, including reducing surgical-
11	site infections and surgical errors such as
12	wrong-site surgery and retained foreign bodies.
13	"(C) ER.—Hospital emergency rooms, in-
14	cluding the development of comprehensive unit-
15	based safety programs, 'handovers' of care
16	when transferring patients from the emergency
17	room to other hospital departments or sites for
18	treatment, early identification and treatment
19	for sepsis, and use of principles of efficiency of

"(D) Obstetrical and neonatal care, including the appropriate use of cesarean sections, and the implementation of best practices for labor and delivery care.

design and delivery to improve patient flow.

1 "(E) CARE TRANSITIONS.—Transitions of
2 patients between settings, including reduction
3 of unnecessary hospital readmissions and in4 creased coordination between teams of unaffili5 ated providers.

6 "(f) Assessment of Effectiveness of Quality
7 Improvement Activities.—

- "(1) IMPACT STATEMENTS.—Each Extension Center shall make available to the public and the Center impact statements with respect to its activities to assist health care providers to implement best practices. Such impact statements shall contain deidentified information on progress implementing highly effective practices, the impact of the Extension Center's activities on patient outcomes and satisfaction, including lives saved, and cost savings attributable to the activities of the Extension Center, and shall include such additional information as the Center may specify.
 - "(2) Aggregate impact statement.—The Center shall aggregate the progress reports of the Extension Centers into a national impact statement. The national impact statement shall contain information on the aggregate progress implementing highly effective practices, the aggregate impact of

the Extension Centers' activities on patient outcomes and satisfaction, including lives saved, and
aggregate cost savings attributable to the activities
of the Extension Centers, including cost savings to
Medicare and Medicaid, and shall include such additional information as the Center may specify.

"(3) EVALUATION OF EFFECTIVENESS.—To the extent practicable, the Center shall evaluate the effect of implementing individual best practices on improving patient outcomes and satisfaction.

"(g) HEALTH CARE DELIVERY DESIGN.—

- "(1) IN GENERAL.—The Center shall conduct or fund activities to develop superior designs for the delivery of health services. This activity may utilize tools such as operations research, systems engineering, rapid design laboratories, cognitive and social psychology studies, materials sciences, and statistics.
- "(2) Examples of activities to be conducted under this paragraph may examine methods to—
- "(A) improve the arrangement of surgical suites to facilitate teamwork among physicians, nurses, and other members of the care team;

1	"(B) increase the likelihood that clinical
2	guidelines are followed in care settings;
3	"(C) design medication systems to prevent
4	medication errors;
5	"(D) improve rounding, handoff, and shift
6	changes to improve coordination of patient care;
7	"(E) develop discharge practices that im-
8	prove coordination and reduce confusion and
9	duplicative care;
10	"(F) craft and implement effective patient
11	education procedures; and
12	"(G) improve the design and protocols of
13	emergency rooms to reduce unsafe conditions
14	and ambulance diversions.
15	"(3) Solicitation of input.—The Center
16	shall solicit input from health care providers on
17	areas in which development of best practices in
18	health care delivery are most needed to improve pa-
19	tient care and satisfaction.
20	"(4) Requirements.—The health care delivery
21	design improvement activities conducted under this
22	paragraph shall—
23	"(A) be based on identified need for im-
24	provement in a specific area of health care de-
25	livery;

1	"(B) aim to discover or develop designs
2	that can be readily adopted by health care pro-
3	viders and facilities;
4	"(C) aim to improve patient outcomes and
5	satisfaction;
6	"(D) where applicable, be designed to be
7	consistent with standards adopted by the Direc-
8	tor (under section 3004 of the Public Health
9	Service Act) for health information technology
10	used in the collection and reporting of quality
11	information, including for purposes of the dem-
12	onstration of meaningful use of certified Elec-
13	tronic Medical Record technology by physicians
14	and hospitals under the Medicare program
15	(under sections $1842(0)(2)$ and $1886(n)(3)$, re-
16	spectively, of the Social Security Act (42 U.S.C.
17	1395w-4(o)(2), 1395ww(n)(3)); and
18	"(E) where applicable, assist health care
19	practitioners in working with other health care
20	practitioners across the continuum of care and
21	in engaging patients and their families in im-
22	proving the care and patient outcomes.
23	"(h) RESEARCH AND RELATED ACTIVITIES.—The
24	Center shall conduct or fund research and other knowl-
25	edge generation activities on the factors that facilitate be-

1	havior change for the sustainable integration of highly ef-
2	fective and innovative practices into medical practice and
3	on the factors that foster an environment of continual im-
4	provement.
5	"(i) Public Dissemination of Information.—
6	The Center shall provide for the public dissemination of
7	objective information with respect to activities and re-
8	search conducted under this Act. Such information shall
9	be made available through multiple media and appropriate
10	formats to reflect the varying needs of consumers and di-
11	verse levels of health literacy.
12	"(j) Reports.—
13	"(1) Annual reports.—Not later than April
14	1 of each year, beginning in 2011, the Director of
15	the Center shall submit a report to the Secretary on
16	the activities of the Center and the Extension Cen-
17	ters during the preceding year.
18	"(2) Content.—Each report submitted under
19	paragraph (1) shall include information on—
20	"(A) the number of arrangements estab-
21	lished by Extension Centers with collaborating
22	providers;
23	"(B) the progress made accelerating the
24	implementation of best practices by the collabo-
25	rating providers during the year involved and

1	for such other years as the Director determines
2	to be appropriate;
3	"(C) the level of implementation of best
4	practices at collaborating providers as compared
5	to other providers;
6	"(D) the impact of the work of each Ex-
7	tension Center on patient outcomes and patient
8	safety, including lives saved, and cost savings
9	attributable to the activity or initiatives of the
10	Extension Center;
11	"(E) the aggregate national impact of the
12	work of the Center and Extension Centers on
13	patient outcomes and patient safety, including
14	lives saved, and cost savings attributable to the
15	activity or initiatives of the Extension Centers
16	and the Center, including cost savings to Medi-
17	care and Medicaid;
18	"(F) progress made toward the national
19	goals for health care quality improvement, as
20	established under secton 941;
21	"(G) evaluations of the impact of imple-
22	menting individual best practices on patient
23	outcomes and satisfaction, to the extent such
24	analysis is practicable;

- "(H) research and other related activities 1 2 conducted or funded by the Center during the 3 year involved and the results of those efforts in 4 improving patient safety and the quality of care in the delivery of health care services or in the 6 science of improvement; and 7 "(I) such other matters as the Center, or 8 the Secretary, determines to be appropriate. 9 "(3) Public availability.—The Secretary 10 shall transmit each report under this subsection to 11 Congress and shall make each such report available 12 to the public. 13 "SEC. 944. REGIONAL HEALTH EXTENSION CENTERS. 14 "(a) Establishment of Regional Health Ex-15 TENSION CENTERS.—The Center shall establish, either di-
- 15 TENSION CENTERS.—The Center shall establish, either di16 rectly or through contracts with qualified entities (as de17 fined in subsection (b)), Regional Health Extension Cen18 ters (referred to in this Act as 'Extension Centers') to
 19 carry out the functions described in section 943(e) within
 20 such States or regions as the Center determines to be ap21 propriate:
- 22 "(b) DEFINITION.—In this section, the term 'quali-23 fied entity' means an entity that meets all of the following 24 requirements:

1	"(1) Demonstrated experience.—The enti-
2	ty has experience—
3	"(A) in carrying out the type of functions
4	described in section 942(e);
5	"(B) in operating programs on a statewide,
6	regionwide, or nationwide basis to improve pa-
7	tient safety and the quality of health care deliv-
8	ered in health care settings; and
9	"(C) in working with a variety of institu-
10	tional health care providers, physicians and
11	other health care practitioners.
12	"(2) Nonprofit organization.—The entity is
13	a nonprofit entity organized for charitable purposes
14	under section 501(c) of the Internal Revenue Code
15	of 1986.
16	"(3) GOVERNANCE.—The entity is governed by
17	a board that includes representatives of multiple
18	health care and nonhealth care stakeholders (includ-
19	ing consumers), such that representatives of no sin-
20	gle stakeholder group constitute a majority.
21	"(4) Entities with other existing con-
22	TRACTS.—The performance of services under this
23	act shall be deemed not to create a conflict of inter-
24	est under other existing Federal contracts for qual-

- 1 ity improvement, health information technology tech-
- 2 nical assistance, or data aggregation.
- 3 "(5) Audits.—The Extension Centers shall be
- 4 subject to periodic audit.
- 5 "SEC. 945. FUNDING.
- 6 "For the purpose of carrying out this part, there is
- 7 authorized to be appropriated \$200,000,000 for each of
- 8 the fiscal years 2010 through 2014.".

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